Baltimore Believe

Progress Report: Phase 1

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PREFACE

Like other Americans across the country, the people of Baltimore have not believed that the plague of violence and human degradation that drugs had inflicted on their city could be controlled and reversed. And they had compelling reason to be pessimistic.

In 1999, just three years ago, Baltimore ranked among the nation's largest cities (by rate per population):

- #1 in murder
- # 1 in violent crime
- # 1 in property crime
- # 1 in drug-related emergency room visits
- # 1 in heroin-related emergency room visits
- # 1 in rate cocaine-related emergency room visits

But strong action by the city and the Baltimore Police since 1999 has caused the tide to begin to turn on drug addiction and violence. For the two-year period, 2000-2001, Baltimore ranked among the nation's largest cities:

- # 1 in reduction of violent crime
- # 2 in reduction of property crime
- #3 in reduction of murder
- # 1 in reduction of drug-related emergency room visits
- # 1 in reduction of heroin-related emergency room visits
- # 2 in reduction of cocaine-related emergency room visits

Even so, it has been difficult for the people of Baltimore to embrace with hope and confidence the possibility that human intervention could really drive the pestilence of illegal drugs and their violent effects from the midst of their city. Facts alone do not change habits of mind and pessimism of expectation long worn into the public psyche.

The Baltimore Believe campaign was conceived as an attempt to set in motion a change that facts alone could not accomplish. It was constructed by the political and business leadership of the city to light a fuse of popular will and determination that would alter behavior inside and outside the drug culture to undermine its horrific effects on children, on adults, and the city in which they live.

Nothing like it has ever been attempted before.

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I. EXECUTIVE SUMMARY

BALTIMORE BELIEVE is attempting the unprecedented – to change the mindset of a city. The BALTIMORE BELIEVE campaign is an unprecedented attempt to change the mindset of a city. Its goal is nothing short of altering the governing dynamic that has led people in Baltimore, indeed people across the nation, to think that nothing much can really be done to combat the pestilence of drugs. BALTIMORE BELIEVE is attempting to set in motion a groundswell of popular belief that if everyone does at least one thing to fight drugs, acting alone or together, then the community can prevail over this scourge. Intelligent and relentless action by public and private entities working together would be the fruit of this new determination.

In the words of Baltimore's Mayor, Martin O'Malley, BELIEVE is a call to the people of the city to rise up and "risk action on faith". It is the one way to cure this drug infection that holds the city hostage through addiction and fear. Baltimore's future – the future of its children – is hanging in the balance.

Mayor O'Malley launched the BELIEVE campaign in early April this year proclaiming that "...the time has come to turn the corner." And, indeed, the city is turning the corner. In 2000-2001, Baltimore reported the sharpest drops in violent crime and drug-related emergency room visits of any large city in the nation. Today, people are moving into the city instead of fleeing it as they did in the 1990s. The unemployment rate has dropped, bucking the national trend. Real estate values are up for the first time in a decade. Major construction has resumed downtown. But despite this progress, Baltimore remains one of the most drug-plagued cities in America and, as a direct consequence, one of the most violent.

The recent firebombing in East Baltimore that killed a family of seven including five children in retribution for the mother's relentless stand against drug dealing on her block has created "a moment of crisis", in the Mayor's words, in which citizens must choose between defying drug violence or surrendering to it. There is no middle ground.

Despite progress in reducing violent crime. Baltimore remains one of the most drugplagued and violent cities in the nation. If Baltimore's recent turnaround is to be sustained, if the city is to blossom into full recovery, if the city's children are to have a future, then the urban terrorism of drug violence must be quelled. Police Commissioner Edward T. Norris's oftenspoken warning that "the police cannot do this alone" led him to urge the leaders of the Baltimore Police Foundation to contribute their resources and expertise to helping him carry this fight to the general public.

For the fight against drugs to be won, Commissioner Norris has said in effect, the people of this city – black and white, rich and poor, addicted and clean – must awaken to see that in sharing a common future they also share a common duty to stand up to predatory drug activity that is mortally threatening that future. It is with this imperative that the Mayor has called upon the people of Baltimore to join in a crusade against drug trafficking and use under the banner, BALTIMORE BELIEVE.

For Baltimore's turnaround to continue, citizens must take an active stand against drug activity.

BALTIMORE BELIEVE was launched in early April with a multi-component communications program, the centerpiece of which was a 15-week advertising schedule concluding in mid-July. In mid-June, the BELIEVE field program, comprised of various public events and activities, was launched overlapping one month with the communications program. It continues today.

This paper reports responses by the people of Baltimore to the campaign through September. On a number of measurements, data is incomplete because of a lag between cause and effect or cause and reporting. This analysis will be updated periodically as new data becomes available.

On many measures, response to the BELIEVE campaign has been strong. Responses to BELIEVE on many measures have been strong.

- 78% of Baltimore residents polled claimed awareness of the campaign. 60% were able to accurately articulate at least one of the campaign messages (proven recall).
- Among those with proven recall, 94% said the campaign messages were important to them.

- Two-thirds of those people with proven recall, 66%, said it was likely they would take some action as a result of the campaign.
- People with proven recall were generally more positive about Baltimore today, more optimistic about the city's future, and more accurate in their knowledge about the drug problem, than were the other survey respondents.
- About 150,000 people have visited the BALTIMORE BELIEVE web site.
- About 30,000 people have signed the Declaration of Independence from Drugs.
- During the two-month period when advertising encouraged drug users to seek treatment, calls to Baltimore Substance Abuse Systems were nearly four times the number logged during the corresponding year-ago period.
- During the three-month period when advertising called on people to volunteer to mentor a child, calls to Maryland Mentoring Partnership and Big Brothers-Big Sisters combined were nearly five times the number logged during the corresponding year-ago period.
- During the two-month period of recruitment advertising, over 500 people called the BELIEVE telephone number for information on becoming a Baltimore Police Officer.

On other measures, it is clear that more needs to be done.

- Caucasians in Baltimore are less likely then African-Americans to see Baltimore's drug problem as their own problem, at least to the extent that they need to take some action to oppose it.
 - Only 47% of Caucasians polled said they were likely to take some action as a result of BELIEVE appeals compared with 76% of African-Americans.
 - 20% of Caucasians do not agree that "White people in Baltimore are as responsible for the drug problem as are African-Americans." Only 13% of African-Americans think this way.
 - 27% of Caucasians do not agree that "The drug problem in Baltimore could be fixed if everyone in the city would do at least one thing about it." 18% of African-Americans think this way.

- Follow-through by partner agencies in responding to BELIEVE callers has been uneven. In some instances, responses have been limited by capacity. In others, by preparation. In still others, by process.
 - Out of 9,854 callers to BSAS, April through September, all requesting available drug treatment were referred to treatment programs. Among these, 28% are in treatment or have intake appointments. The remaining 72% are people in holding patterns, such as participation in the Narcotics Anonymous program, while awaiting treatment appointments or other treatment referrals.
 - Out of 1,048 calls to Maryland Mentoring Partnership and Big Brothers-Big Sisters, April through September, seeking to volunteer as a mentor, a third are confirmed to be matched with mentees. Others are in the process of background checks and training.
 - Out of 574 calls to the BELIEVE line to inquire about becoming a police officer June through September (calls directly to BPD Recruitment have never been tracked), 66 have passed the civil service exam, the first of seven steps towards acceptance into the Police Academy.

More in the white community need to accept that they share responsibility for the drug problem and be convinced to take action to address it.

Mindful of the challenge of changing the mindset of a city, the progress achieved to date, and lack of progress, is invaluable as a compass pointing the direction the campaign must go next to reach its ambitious and noble goal. Urgent work still needs to be done. Many in the Caucasian community must be convinced that they share responsibility for Baltimore's drug problem and need to take action against drugs. The support of Baltimore's business community needs to be marshaled. Baltimore's youth must receive priority attention with programs designed to keep them off drugs and away from drug dealing. People must be encouraged to lobby for criminal justice system reform to be certain drug dealers are kept off the streets and witnesses to criminal activity are protected from retribution. And Baltimore people who have taken a stand against drugs, often with great courage and sacrifice, must be recognized and honored as heroes and role models.

Throughout Baltimore today, banners and bumper stickers and window signs and T-shirts proclaim and confirm that Baltimore BELIEVES. The BELIEVE crusade has begun with wide support by the people of this city who are determined to prevail against the terrorism of drugs. The road is long and hard but the destination justifies the difficult journey.

II. THE TIPPING POINT

"Now is the time to turn the corner."

Mayor Martin O'Malley

On April 5, 2002, at Israel Baptist Church in blighted East Baltimore, Mayor Martin O'Malley and Police Commissioner Edward T. Norris launched a campaign to rally the City to take action against drug trafficking, drug violence, and drug use. Flanked by dozens of city, state, and federal officials, as well as community, business, and religious leaders, the Mayor proclaimed that "...the time has come to turn the corner." And, indeed, it was the moment to act.

Just two years earlier, in 1999, Baltimore was the most violent big city in America ranking first in murders and first in total violent crimes. Baltimore was in the grip of a crime epidemic fueled by drugs. Not only was Baltimore the nation's murder capital, but also the nation's heroin capital. About one in ten Baltimore residents was drug-addicted.

The consequences of this drug infestation were devastating for the city and all who lived and worked here. People fled the city, its population dropping 12% over the decade of the '90's. Jobs declined 17%. Baltimore's public school system failed prompting state intervention. Construction downtown came to a halt. Much of the historic and beautiful inner city became spoiled by blight. Baltimore was in spiraling decline, a plunge made more poignant since it was happening in a decade of unparalleled prosperity that touched the lives of most Americans elsewhere.

By April 2002, however, when the Mayor addressed the standing room only audience at Israel Baptist Church, the situation had changed. Violent crime in Baltimore had declined 21% over the previous two years, the sharpest drop reported by any large American city. Emergency room drug-related admissions were down 19%, also one of the sharpest drops in America. Real estate values and sales were up. Major office construction was underway downtown for the first time in a decade. New jobs were being created.

Baltimore's turnaround has begun. But recovery has yet to be achieved. Drugs continue to hold Baltimore hostage to crime and violence.

Baltimore's recovery is hanging in the balance. Without emphatic action against drugs, the city could slide back into exponential decline.

Baltimore was approaching the tipping point. If crime continued to decline, then neighborhoods would become revitalized, businesses flourish, children learn, people return to the city, and the tax base grow to fund infrastructure renewal and expanded city services. But continued crime reduction was far from certain. Despite remarkable progress over the previous two years, Baltimore remained one of the most druginfested and violent cities in America. Drugs still held much of the city hostage through addiction and fear. Without some extraordinary action to deal aggressively with this epidemic, Baltimore, instead of reaching the tipping point, might well slide back into exponential decline.

Police Commissioner Edward Norris saw the threat. He well understood that dramatic reduction in crime could be achieved only by dramatic reduction in drug activity. And he knew that the Baltimore Police could not make meaningful inroads against drugs without the active support of Baltimore's citizens. But the citizenry had a history of inaction when it came to drug activity, cowed by feelings of futility and fear. Support needed to be mobilized. The citizens of Baltimore needed to be called to rise up and join in common resolve to fight drugs. Baltimore's turnaround was hanging in the balance. It was the moment for every person to act.

On that spring morning this year, the Mayor called upon the people of Baltimore to take action, to join together in a crusade against drug trafficking and use under the banner, BALTIMORE BELIEVE.

III. BALTIMORE BELIEVE

BALTIMORE BELIEVE was launched on April 5, 2002 with a multi-component communications program, the centerpiece of which was a 15-week advertising campaign. This communications program was funded by a \$2.1 million grant from the Baltimore Police Foundation. Advertising concluded on July 21.

In mid-June, the BALTIMORE BELIEVE field campaign was launched overlapping one month with the communications campaign. It is continuing as of this writing. Field efforts have comprised dedicated public events, a campaign presence at other events, and various other community activities.

Objective and Strategy

The single purpose of BALTIMORE BELIEVE is to bring Baltimore to the tipping point in reversal of drug addiction and its effects.

The strategy for doing this has three thrusts:

- Rally the people of Baltimore to believe in, and act on the fact that the City can be saved, and to understand that the first step in this process is to begin eradicating the pestilence of illegal drugs.
- Persuade all segments of the population black and white, rich and poor, addicted and clean that they must do at least one thing to fight drugs because drugs are a mortal threat to the City and all its people.
- Use this conviction to gain concerted and coordinated effort by private organizations of all kinds to work with all levels of government to all that is necessary to solve the problem.

Everyone must do at least one thing to fight drugs because drugs are a mortal threat to everyone. All campaign activities are conducted under the banner, BALTIMORE BELIEVE with imperatives to

- Believe in yourself.
- Believe that each person can make a difference.
- Believe progress can be made against drugs.
- Believe in Baltimore.
- Believe in Baltimore's future.

Communications Campaign – 4/5/02 through 7/21/02

Advertising was scheduled over a fifteen-week period strategically segmented into two phases.

Phase 1 - Two Weeks

The campaign launch was designed to build rapid awareness by every segment of the City's population of the severity and urgency of Baltimore's drug problem and its threat to the future of the City and all its people.

- A four-minute film, aired on eight occasions each on the news programs of seven City television stations, presented the issues in starkly realistic and honest terms to establish credibility with audiences and openness to the campaign's appeals.
- 60-second TV and radio spots summarizing the film's story were scheduled to build frequency behind the film's message.
- Outdoor rotary bulletins, 30-sheet posters, and bus kings carried teaser messages – Believe, Believe in Us, Believe in Yourself, Baltimore Believe – to create talk and drive attention to Believe messages running in other media.
- A two-page spread ran twice in each of the City's major newspapers – Baltimore Sun, Afro American, Baltimore Times, City Paper – presenting a Declaration of Independence from Drugs identifying the eleven campaign leaders, listing 500 initial signatories, and inviting readers to

endorse the Declaration by adding their names via internet or mail.

- www.baltimorebelieve.com, the campaign web page, was established initially to allow people to access the Declaration, review a list of signatories, and add their own name.
- A post office box was opened allowing people to sign the Declaration or otherwise communicate with the campaign via US mail.
- A public relations program distributed fact sheets and press releases highlighting campaign activities, and secured interviews with campaign spokespeople on television, radio, and in print.

After the launch phase, all advertising carried a call to action and toll-free telephone number.

Phase 2 – Thirteen Weeks

Following the two-week launch, the campaign introduced advertising in all media calling on audiences to take specific action against drugs by calling toll-free 1.866.BELIEVE.

- If you use drugs, know that drugs don't discriminate, get treatment now.
- If you have your life together, volunteer to mentor a child to help keep him or her away from drugs.
- If you want to join the fight for what's right, become a Baltimore Police Officer.
- Know that the City's turnaround is hanging in the balance, do at least one thing to fight drugs.

The brochure further encouraged people to call the Believe number:

- If they would like to get a child into an after-school program.
- If they are young people looking for a job.
- If they are recovering addicts looking for a job.
- If they are employers willing to hire recovering addicts.
- If they have hard information that could lead to the arrest or conviction of a drug dealer.

- If they want to work with your neighbors to let drug dealers know they're not welcomed in your neighborhood.

Outdoor and transit adverting and the brochure also challenged people to:

- Stop selling drugs because the police will lock you up.
- Stop buying drugs because you're feeding the cancer that's been destroying Baltimore.
- Stop driving into Baltimore to buy drugs because if you do, the police will impound your car.
- Stop accepting cash you believe is associated with drug trafficking if you own a business.
- Convict the guilty if you're on a jury.

The public relations program continued issuing press releases highlighting campaign activities and securing interviews with campaign spokespeople on television, radio, and in print.

Allocation of Broadcast Weight by Campaign Message
Television and radio were the primary media vehicles
accounting for 80% of the media buy. Five different
messages were aired on these broadcast media at somewhat
different weight levels.

become a Baltimore police officer	22.7%
get drug treatment	22.7%
mentor a child	19.3%
drug problem is severe and urgent	29.8%
City turnaround is hanging in balance	14.8%

Media "Added Value" Programs

Extending campaign presence were several "added value" events contributed by Baltimore media and other activities.

- Radio One/92Q hosted a 76-hour radiothon during which thousands of signatures were gathered supporting the Declaration of Independence from Drugs.
- WJZ-TV hosted a six and a half hour telethon during which 1,204 people called the station to get information about BELIEVE activities and programs. Station

management said this was one of the most responsive telethons ever conducted.

- WJZ also featured three referrals from the BELIEVE campaign on Bob Turk's Hometown Heroes Salute.
- In a program that is continuing, called Heroes of Change, the Mayor's Office of Cable & Communications has produced and aired seven profiles of people who have, through their actions, taken a stand against drugs.

Media Buy

All major media were utilized.

- Television, offering broad audience reach and impact, was the dominant medium airing the 4-minute film, 60-second and 30-second spots, and 10-second promos.
- Radio was employed to build frequency, especially among the African-American audience, with 60-second spots.
- Newspapers carried more detailed messages: the Declaration of Independence from Drugs in a 2-page spread, and police recruitment appeal in a full-page ad.
- 3 rotary bulletins, 165 30-sheet boards, and 196 king-size bus posters blanketed the City with BELIEVE banner statements (Phase 1) and eight calls to action (Phase 2).

Unprecedented in media buying history in the United States, it is believed, was the campaign's purchase of eight 4-minute timeslots during news programming on each of six commercial television stations and on COMCAST to air the BELIEVE film. This buy was just one example of the extraordinary support given to the campaign by the Baltimore media.

The BELIEVE
4-minute film aired
eight times over 2
weeks on news
programming on
each of the city's 6
broadcast TV
stations – an
unprecedented

The media value of the advertising schedule was four times its cost to the campaign.

Media Value

Following an appeal by the Mayor to media executives, Baltimore media companies were exceptionally generous in providing the campaign with media valued at four times the purchase price.

net cost of media	\$1,129,000
net cost before negotiation	\$1,417,619
net value of no-charge media	\$2,984,926
total net value of media	\$4,402,545

Audience Delivery

On television alone, BELIEVE messages reached essentially everyone of the television viewing audience in the Designated Marketing Area (DMA) on average 32.3 times during the 15-week advertising schedule.

	<u>Reach</u>	<u>Frequency</u>
total audience	99.9%	32.3 x
African-Americans	99.9%	39.3 x
Caucasians	96.4%	29.6 x

Source: Green + Associates, Inc.

The advertising messages reached essentially every person in greater Baltimore over 30 times on average.

Field Campaign - 6/20/02 On-Going

Beginning in late June, the BELIEVE campaign had a presence at a number of public events at which BELIEVE brochures were distributed, BELIEVE T-shirts sold, and signatures collected for the Declaration of Independence from Drugs. These events included among others:

- Believe Night at the UniverSoul Circus
- African American Heritage Festival
- 92Q Summer Jam concert at the Baltimore Arena
- Artscape Festival through sponsorship of WBAL-TV
- Free Friday Flicks pre-festival
- Hopkins Fair

- Howard County Fair
- Stone Soul Pic-Nic and concert in Druid Hill Park
- Neighborhood All Call Saturday at Hanlon Park to end violence

Other events and activities were BELIEVE sponsored or dedicated. These included:

- First annual BALTIMORE BELIEVE Day rally and parade in Druid Hill Park, the culmination of weeklong activities in a city-wide anti-drug, anti-crime campaign including services at churches, synagogues, and mosques and a candle light vigil at City Hall
- 92Q & BELIEVE Summer Block Party hosted by WERQ each weekend to reclaim City neighborhoods
- Distribution of over 75,000 bumper stickers on every bus, cab, police car, and other City vehicle
- Distribution of window signs and bumper stickers at Safeway Foods, Giant, and 7-Eleven.
- Sales of T-shirts at Shoe City

IV. CAMPAIGN MEASUREMENTS

There are several reliable indicators of campaign effectiveness available at this time.

- advertising awareness and persuasiveness from a survey of Baltimore residents
- differences in perceptions and attitudes between survey respondents with proven ad recall and other respondents
- calls to the toll-free BELIEVE telephone number
- calls to participating public and private agencies in response to the campaign's calls to action
- signatories of the Declaration of Independence from Drugs
- calls to the WJZ-TV six and a half hour telethon
- hits to the BELIEVE website

Other indicators will not allow a definitive reading for some time because of a lag between cause and effect or cause and reporting.

- the fulfillment of requests of people contacting agencies in response to the campaign's calls to action
- crime trends, especially total violent crime, shootings, homicides, youth shootings, and youth homicides
- drug-related emergency room admissions Data on these measures that are available at this writing, nonetheless, is presented here.

Advertising Awareness and Persuasiveness

Between July 22 and August 3, 2002, following the conclusion of the advertising schedule, a citywide random sample survey of Baltimore residents 18 years of age and older was conducted. The sample of 800 residents was stratified by the nine geographic regions representing the nine Baltimore Police Districts. The findings from this survey have a margin of error of $\pm 3.5\%$ at the 95% confidence level.

Awareness of BELIEVE Advertising

- 77.8% of the respondents (n=622) said they had seen, read, or heard a media campaign in recent weeks about the drug problem in Baltimore.
- 77.6% of African-Americans and 78.5% of Caucasians claimed awareness.
- For those who said they recalled the campaign, television was the source cited most with newspapers a distant second.

television	63.7%
newspapers	17.6%
outdoor/transit	7.3%
radio	6.6%
other	4.8%

In an open-end question, respondents who said they were aware of the campaign were asked what they thought was a main message.

60% of Baltimore residents were able to play back accurately one of the campaign messages.

Over 75% of

Baltimore residents claimed awareness

of the advertising.

- 76.8% of those who said they recalled the campaign (59.8% of the total sample) were able to accurately identify one or more specific messages of the advertising. This group is called here the "ad aware", those with proven recall.
- The remaining respondents claiming awareness of the campaign either did not remember any message (12.1%), gave what was considered a "generic" response such as "don't do drugs" (6.3%) or gave a completely wrong answer (4.8%).
- The quality of message recall was generally high. Some good examples:

"If we all get together, it [the drug problem] can be solved."

"Get[ting] the drugs out of the city will get crime out of the city."

"As a community, we need to come together to help resolve this."

"City residents need to pull together."

"Believe in yourself. Don't do drugs."

"People just have to step up to the plate and be responsible."

"There's a serious drug problem and we ought to work together to fix it."

"Drugs effect everyone; it's not just an inner-city problem."

"It's [drugs] not just someone else's problem, it's everyone's problem."

"We have to do our part."

"Change is possible; it can get better."

"Believe that we can conquer the drug problem."

"We all need to pitch in and cooperate to stop drug traffic."

"Everybody should try to work together to eliminate drugs."

Advertising Persuasiveness

Most everyone who could recall specific advertising messages felt that these messages were very or at least somewhat important. There was no significant difference on this measure by race of respondents.

Almost everyone who could play back an advertising message thought that message was important.

- 94.4% of total Ad Awares indicated that the advertising messages were important to them. 75.2% said they were very important.
- 95.6% of African-American Ad Awares thought the advertising message was important.
- 90.9% of Caucasian Ad Awares thought the advertising message was important.

Even more encouraging, two-thirds of respondents who accurately recalled specific advertising messages said they were very or somewhat likely to take some action in response to these appeals.

- 66.0% of total Ad Awares said it was likely that they would take some action. 38.5% said it was very likely.

But there was a wide difference by race on likelihood of taking some action.

- 75.7% of black Ad Awares said it was likely.
- but only 46.5% of white Ad Awares indicated this.

Influences on the Likelihood of White Respondents Taking Action

There is no clear explanation from the survey why fewer white people than black people would be likely to take some action. But differences between whites likely to act and whites unlikely to act on answers to other survey questions shed some light on the matter.

While about threequarters of African-Americans said they were likely to take some action based on the advertising messages, less than half of Caucasians said this. - The demographic profiles of those white respondents likely to act and those unlikely to act are the same except on income. 70.4% of those likely to act have incomes above \$30,000 compared with 54.2% of those unlikely to act.

Among white people, those likely to take some action against drugs tend to be more idealistic, more optimistic, and, specifically, more positive about Baltimore.

- Those likely to act tend to be more idealistic. On the survey's values measures, twice as many whites who were likely to act (34%) chose as their primary value "making the world a better place" than did whites unlikely to act (16%).
- They also tend to be more optimistic. 63.3% of those likely to act, compared with 45.3% of those unlikely to act, disagree with the statement that "drug activity is so widespread that no matter what is done, it will always be the city's biggest problem".
- And 77.0% of those likely to act agree that "The drug problem in Baltimore can be fixed if everyone in the city would do at least one thing about it." compared to 58.5% of those unlikely to act.
- In general outlook and rating of city services, whites likely to act tend to be more positive than those unlikely to act.

city has become a better place since Mayor took office	<u>Likely</u> 66.7%	Unlikely 53.7%
city will be a better place to live over next five years	67.8%	62.1%
think city services have improved	76.9%	68.1%
think Baltimore is a safer city	62.6%	57.4%
think Baltimore is a cleaner city	63.7%	54.7%
think there's been more economic development since Mayor took off		45.7%

Ad Awares Compared to the Others

Proven Ad Awares are generally more positive about Baltimore and its future than are the other survey respondents.

- People with proven ad recall are generally more positive about Baltimore.
- 64.1% of Ad Awares think the City will become a better place to live over the next five years compared to 49.0% of others.
- 59.6% of Ad Awares think city services have improved since the Mayor took office compared to 52.5% of others.
- 54.6% of Ad Awares think there has been more economic development in Baltimore since the Mayor took office compared to 44.5% of others.
- 54.5% of Ad Awares think Baltimore is a cleaner city since the Mayor took office compared to 48.6% of others.
- 42.7% of Ad Awares think Baltimore is a safer city since the Mayor took office compared to 41.4% of others.

In fact, for every one of twenty-two city services, the percentage of Ad Awares rating the service as very good or good was greater than the percentage of other respondents rating the service that way. For ten of these services, the differences in percent rating were statistically significant.

People with proven ad recall are more inclined to rate every one of 22 city services "good" or "very good".

	% Rating Very Good/Good	
	Ad Awares	<u>Others</u>
fire	94.9	94.1
water services	89.5	82.6
trash collection	86.9	85.1
police	82.2	75.4
traffic control	79.4	78.0
public transportation	75.4	72.7
street cleaning	65.6	59.7
dealing with abandoned vehicles	65.0	56.4
snow removal	62.7	61.9

% Rating Very Good/Good

	Ad Awares	<u>Others</u>	
dealing with public health problems	62.7	50.4	
preserving existing neighborhoods	61.8	51.5	
park maintenance and cleaning	53.1	49.8	
street repair	50.3	48.1	
graffiti removal	48.7	45.9	
preventing illegal dumping	47.3	45.4	
keeping alleys clean	46.2	41.7	
public schools	42.8	32.2	
cleaning up vacant lots	39.4	38.8	
recreation programs	39.1	32.6	
helping blighted neighborhoods	37.1	31.1	
dealing with abandoned housing	28.6	26.7	
services for troubled youth	28.2	19.2	

People with proven ad recall are also more inclined to rate the Baltimore Police more highly and see them as less threatening.

With respect to the Baltimore Police specifically, Ad Awares rate them more highly and see them as less threatening than the other respondents. This holds true for both black respondents and white respondents

- 76.3% of Ad Awares, compared to 68.6% of the others disagree with the statement "People in my neighborhood are more fearful of the police than they are of drug dealers."
- 70.0% of Ad Awares, compared with 63.3% of the others, say
 "Police in my neighborhood treat citizens professionally and with civility."
- 70.7% of Ad Awares, compared with 66.1% of the others, say "People in my neighborhood trust the police."

On other measures of police activities, there is no significant difference in attitudes between Ad Awares and the others.

- 67.6% of Ad Awares and 67.0% of the others disagree with the statement "Police in my neighborhood often stop people for no reason."
- 54.1% of Ad Awares and 53.1% of the others disagree with the statement "Some police officers don't want to arrest drug dealers because the police receive money or drugs for protecting them."

People with proven ad recall tend to be more accurate in their knowledge about Baltimore's drug problem.

Ad Awares also tend to be more accurate in their knowledge about Baltimore's drug problem, perhaps in part a result of the advertising messages.

- 87.0% of Ad Awares, compared with 77.3% of other respondents, agree that "Drug addiction afflicts physicians, lawyers, and other professionals just as much as it does poor people."
- 84.7% of Ad Awares, compared with 72.3% of the others, agree that "White people in Baltimore are as responsible for the drug problem as are African-Americans."
- 67.5% of Ad Awares, compared with 61.9% of the others, disagree with the statement "The drug problem in Baltimore is primarily an inner-city problem affecting African-Americans."
- 49.7% of Ad Awares, compared to 44.1% of the others, agree that "Society's drug problem is caused by conditions in which people live and not by the people who deal and use drugs."
- 78.5% of Ad Awares, compared to 69.2% of the others, agree that "The drug problem in Baltimore could be fixed if everyone in the city would do at least one thing about it."

People with proven ad recall are more likely to give the city primary credit for doing all it can about the drug problem.

Ad Awares are more inclined than others to give the city credit for doing all it can about the drug problem, and less inclined to give the federal government and state government credit.

% Who Agree that Entity Is Doing All It Can_____ Ad Awares Others

Baltimore City Government	48.6%	38.9%
Maryland State Government	26.8%	28.3%
US Federal Government	22.8%	27.0%
Baltimore City State's Attorney	37.3%	31.6%

Blacks Compared to Whites Among Ad Awares

Even though Ad Aware whites say they are less likely to take some action in response to the advertising appeals compared to Ad Aware blacks, whites are more likely to have a positive view of the city and city services.

Among people who are aware of the advertising, Caucasians tend to be more positive about Baltimore and city services than African-Americans.

- 64.6% of these whites think the City has become a better place to live since the Mayor took office, compared to 35.0% blacks.
- 70.8% of whites think that the city will be a better place to live over the next five years, compared to 61.5% of blacks.
- 77.1% of whites think that city services have improved since the Mayor took office, compared to 52,5% of blacks.
- 63.9% of whites think Baltimore is a safer city since the Mayor took office compared to 33.3% of blacks.
- 66.0% of whites think Baltimore is a cleaner city since the Mayor took office compared to 49.2% of blacks
- 68.8% of whites think there has been more economic development in Baltimore since the Mayor took office compared to 48.1% of blacks.

With respect to attitudes about the police, Ad Aware whites are more positive then Ad Aware blacks.

- 86.1% of these whites, compared to 64.3% of these blacks, think "Police in my neighborhood treat citizens professionally and with civility."
- 89.6% of whites, compared to 63.2% of blacks, say that "People in my neighborhood trust the police."

- 97.2% of whites, compared to 73.0% of blacks, disagree with the statement "People in my neighborhood are more fearful of the police then they are of the drug dealers."
- 88.2% of whites, compared to 59.5% of blacks, disagree with the statement "Police in my neighborhood often stop people for no reason."
- 74.3% of whites, compared to 41.3% of blacks, disagree with the statement "Some police officers don't want to arrest drug dealers because the police receive money or drugs for protecting them."

Ad Aware whites also tend to be more optimistic about dealing with the drug problem.

54.8% of Ad Aware whites disagree with the statement "Drug dealing and use are so widespread that no matter what is done, the will always be the city's greatest problem." Only 30.9% of Ad Aware blacks feel this way.

But Ad Aware whites are somewhat less inclined then Ad Aware blacks to see white people as sharing responsibility for the city's drug problem and, possibly therefore, less inclined to think that everyone (i.e., whites also) needs to do at least one thing about it.

- 20.1% of these whites do not think that "White people in Baltimore are as responsible for the drug problem as are African-Americans." Only 12.9% of these blacks think that way.
- 22.9% of whites do not think that "Drug addiction afflicts physicians, lawyers, and other professionals just as much as it does poor people." Only 9.1% of blacks think this way.
- 27.1% of whites do not agree that "The drug problem in Baltimore could be fixed if everyone in the city would do at least one thing about it." 18.2% of blacks think this way.

White people are less inclined than black people to think white people share responsibility for Baltimore's drug problem.

Calls to the BELIEVE Toll-Free Number

Beginning the third week of the advertising schedule, the week of April 22, all advertising included a call to action and the toll-free number, 1.866.BELIEVE. Since conclusion of the advertising schedule on July 21, the toll-free number has remained in circulation in the BELIEVE brochure of which 150,000 copies have been printed for handouts at field campaign events and other uses.

For six weeks, calls were handled by the city's 24/7 call center and triaged to participating public and private agencies for fulfillment. During the first week in June, telephone call taking was transferred to a private telemarketing firm, USA Fulfillment (USAF) that continues to handle this responsibility. USAF has triaged callers inquiring about drug treatment and reporting criminal activity to Baltimore Substance Abuse Systems and the Baltimore Police Department respectively. All other callers are asked to leave a telephone number for callback by an appropriate agency. USAF forwards collected telephone numbers daily to the agencies participating in campaign fulfillment.

Calls to 1.866.BELIEVE

Over 6,000 people have called the tollfree BELIEVE telephone number.

- Between April 22 and September 30, 6,026 calls have been made to the BELIEVE telephone number.

In monitoring calls to agencies participating in the campaign, it was observed early in the program that the volume of calls being received related to the BELIEVE calls to action was not only far greater than norm (as represented by year ago figures) but also far greater than the number of calls being referred from the 1.866.BELIEVE number. In consultation with agency heads and BELIEVE leaders, it was concluded that all calls to an agency during campaign activity should be counted in determining campaign impact. The belief is that many people motivated by the campaign's calls to action called the agencies directly. There is no other viable explanation for the exceptional increases in call volumes.

Calls to Participating Public and Private Agencies

Calls to Baltimore Substance Abuse Systems (BSAS)

- During the months of April through September 2002, BSAS received 9,854 calls inquiring about drug treatment, 2.63 times the number of calls received during the corresponding year ago period.
- During the months of May through August, the period when the calls to action were publicized in advertising and the brochure, the number of calls to BSAS were 3.06 times the number for the corresponding year ago period.
- During the months of June and July, roughly corresponding to the June 6 through July 21 period when drug treatment ads were airing, the number of calls to BSAS were 3.85 times the number received during these two months a year ago.

During the period when BELIEVE advertising was encouraging drug users to get treatment, calls to BSAS were nearly four times the

Calls to BSAS for Drug Treatment					
	<u>2001</u>	2002	<u>Increase</u>		
	April	930	1,046 1.12 x		
May	728	1,465	2.01 x		
June	536	1,839	3.43 x drug treatment ads		
July	553	2,353	4.25 x drug treatment ads		
August	611	1,771	2.89 x		
Septemb	er <u>390</u>	1,380	<u>3.53 x</u>		
-	$3,\overline{748}$	9,854	2.63 x		

BSAS Follow-Through

BSAS requires a social security number (SSN) to track a caller from referral to placement to treatment. This affects the analysis in significant ways.

- BSAS did not ask callers for SSNs before May 2002.
- BSAS could not track callers by SSN through the treatment system in 2001 preventing trend analysis.

- Callers not giving their SSN included those simply requesting treatment information either for self, friends, or family.

From May through September, there were 6,191 callers to BSAS who requested treatment.

- 5,195 (84%) received treatment referrals.
- 996 (16%) requested a type of treatment not immediately available, or they requested treatment not available at all through BSAS, such as rapid detox.

All callers to BSAS requesting available treatment receive treatment referrals.

	Calls to BSAS Requesting Treatment			
		Treatment	Treatment	
	<u>Total</u>	<u>Referrals</u>	Not Available	<u>e</u>
	May	1,002	821	181
June	1,266	1,126	140	
July	1,669	1,439	230	
August	1,214	1,041	173	
September	1,040	<u>768</u>	272	
•	6,191	$5,\overline{195}$	$\overline{996}$	
	100%	84%	16%	

Among callers to BSAS from May through September receiving treatment referrals, 28% are in treatment or have intake appointments.

The 72% of callers receiving "general treatment" are people in holding patterns, such as participation in the Narcotics Anonymous program, while awaiting intake appointments or other treatment referrals.

	<u>Callers R</u>	Callers Receiving Treatment Referrals			
		Intake	General		
	<u>Total</u>	Appt.s	<u>Treatment</u>		
	May	821	123	698	
June	1,126	298	828		
July	1,439	445	994		
August	1,041	341	700		

September	$5,\overline{195}$	$\frac{233}{1,440}$	535 3,755
	100%	28%	72%

Calls to Maryland Mentoring Partnership and Big Brothers-Big Sisters

- During the months of April through September 2002,
 Maryland Mentoring Partnership (MMP) and Big Brothers-Big Sisters (BB-BS) received 1,048 calls inquiring about volunteering to mentor a child, 3.6 times the number of calls received by these agencies during the corresponding year ago period.
- During the months of May through September, the period when the calls to action were publicized in advertising and the brochure, the calls to both agencies combined were 3.76 times the number for the corresponding year ago period.
- During the months of May through July, roughly framing the period when advertising was aired that called for mentoring volunteers (from April 22 to July 8 in two flights separated by a hiatus), the number of calls to both agencies combined was 4.73 times the number received during the corresponding three months a year ago.

During the period when BELIEVE advertising was asking people to volunteer to mentor a child, calls to mentoring agencies were almost five times the year ago number.

Calls to MMP and BB-BS for Mentoring				
	<u>2001</u>	<u>2002</u>	Increase	
	April	99	180 1.82 x	
May	56	270	4.82 x mentoring ads	
June	32	161	5.03 x	
July	49	217	4.43 x mentoring ads	
August	48	96	2.00 x	
Septembe	er <u>46</u>	<u>124</u>	<u>2.70 x</u>	
_	330	1,048	3.18 x	

MMP and BB-BS Follow-Through

In the analysis of follow-through on the calls in the above chart, several factors need to be understood.

 The process between application to mentor and match to mentee takes 30 to 60 days (and sometimes longer) depending on the volunteer, report both agencies. All mentors must receive background checks and training.

- Therefore, a definitive finding on volunteers matched with children will not be available for a month or more.
- Many of the inquiries received by both agencies are reported to be callers requesting general information about mentoring and not requesting to fill out a mentoring application. Given this, the base for analyzing response needs to be those callers filling out an application.
- The functions of each agency are different. MMP is a referral agency, that is they refer volunteers to a number of placement agencies. BB-BS is a placement agency that matched volunteers with children. Because of this difference, each agency's progress is analyzed separately below.

	<u>AprSep 2002</u>	
	BB-BS	<u>MMP</u>
total inquiries received	705	343
inquiries referred		199*
applications returned	384	**
matches made	292	47
application to match conversion rate	76%	**

- of the 141 callers who have not been referred as of September 30,
 59 have been contacted through mid-October; 85 remain to be contacted as of this writing
- ** MMP reports that they cannot provide data on the number of applications made, or the number of applicants in background checks and training.
- During the months of April through September, 341 mentor matches were reported by the two agencies combined, almost twice the number matched during the corresponding year ago period,

	Mentor/Mentee Matches		
	Apr	-Sep	
	2001	2002	<u>Increase</u>
BB-BS	140	292	2.09 x
MMP	<u>38</u>	<u>49</u>	<u>1.29 x</u>
	178	341	1.92 x

Since BELIEVE's launch, mentor/mentee matches have doubled over a year ago.

Calls to Baltimore Police Department Recruitment Office

- From June 1 through September 30, 574 people called the BELIEVE phone number to inquire about becoming a Baltimore Police Officer. Only these calls referred were tallied by BPD. BPD does not keep a record of calls directly to the Department recruitment office so this data is not available for 2001 or 2002 to date.

Since BELIEVE police recruitment advertising fist aired in June, BPD has received 562 calls from people inquiring about becoming a police officer.

 87% of the calls were made during June and July roughly corresponding to the June 3 to July 21 period when recruitment ads were airing on television and radio and appearing in print.

Calls to BPD a	<u>bout Recruit</u>	ment	_
	2001	2002	
April	n/a	n/a	
May	n/a	n/a	
June	n/a	241	recruitment ads
July	n/a	261	recruitment ads
August	n/a	56	
September	<u>n/a</u>	<u>16</u>	
•	n∕a	$5\overline{74}$	

BPD Follow-Through

In the analysis of follow-through on calls in the above chart, several factors need to be understood.

- The timeframe between passing the Civil Service Exam and entering the Police Academy varies widely and is contingent on how quickly the officer candidate provides all of the necessary documentation to move the process forward. The best-case scenario, reports the BPD, is that a candidate can reach the Academy in two months providing all paperwork is submitted and all other qualifications met.
- Those eventually qualifying to enter the Police Academy must wait for a class of approximately 50 to be assembled. Six classes were held in 2001.

- The Police Academy takes six months to complete.
- There are eight steps that a candidate must complete successfully to be accepted into the Police Academy.
- Attrition in the candidate pool is always high both from candidates failing to pass one of the eight steps and candidates voluntarily withdrawing from the process for various reasons.
- Of the 66 candidates who have passed the Civil Service Exam to date, it can be presumed that some, perhaps most, will successfully complete the eight-step process in coming weeks and be accepted into the Police Academy.

•

Since recruitment advertising first ran in June, 66 BELIEVE callers have passed the police exam.

total calls referred to BPD	<u>574</u>	<u>100%</u>
no reply to BPD follow-up calls	204	36%
inoperative phone numbers	34	6%
requested information only	82	14%
uncommitted to a test date	42	7%
callers wishing to apply	212	37%
BPD applicants	<u>212</u>	<u>100%</u>
disqualified in pre-screening	53	25%
failed to show for exam	59	28%
failed exam or pre-test	34	16%
passed exam - police officer	60	28%
passed exam - police cadet	4	2%
at investigation stage (AIS Unit)	2	1%
enrolled in Police Academy	0	0%

- In addition to callers to the BELIEVE number inquiring about recruitment, Police Commissioner Edward Norris has commented on the crowds of perspective candidates seeking information about the civil service exam in the lobby of police headquarters during the period BPD recruitment advertising was running on television, radio, and in print.

Calls to the Mayor's Office of Employment Development (MOED)

- Through September 30, 330 calls to the BELIEVE number by people looking for employment or job training had been referred to the Mayor's Office of Employment Development
- It is important to note that BELIEVE advertising did not promote job training, counseling, or placement. The BELIEVE brochure, however, did encourage young people and recovering addicts looking for jobs to call the toll-free number.

MOED Follow-Through

In the analysis of follow-through on the 330 calls referenced above, it should be understood that MOED is not an employment agency placing people in jobs but a referral agency directing people to career centers.

- For every caller, a customized letter is prepared identifying the closest career center, the name of the center manager, a telephone number and broad menu of services available to job seekers. The letter is sent out within 48 hours of the call.
- If the caller does not show up at a career center or schedule an appointment within a week of receiving MOED's letter, career center staff follow-up by calling up and inviting the person to the center (if a phone number is provided).
- Career center activities include, but are not limited to, job searches, computer training, assistance in preparing resumes, workshops on job preparation, etc. Most people referred to career centers, MOED reports, lack the work experience and marketable skills to find employment easily.

calls referred to MOED	393
duplicate names	<u>63</u>
callers engaged	330
letters sent out	330
follow-up calls	156

Although BELIEVE advertising did not promote job counseling or placement, MOED received 330 calls for these services.

MOED reports that the total number of people assisted as a result of the BELIEVE campaign is unknown for two reasons 1) callers were not required to sign-in at career centers identifying themselves as BELIEVE referrals, and 2) duplication exists in the numbers tracked. For example, a caller "given career change assistance" may also be counted under "engaged in career center activities". MOED's primary focus remains on connecting people and resources.

follow-up calls

no working phones

unavailable for employment

phone number not provided

calls leading to assistance

156

22

not available

96

- According to MOED, they were not able to connect with all 96 callers. An unidentified number of callers either did not provide a phone number for follow-up, or simply did not follow through with visiting a career center after being contacted.
- 57 people did report being referred via the BELIEVE campaign and are now participating in many of the available career center services. Based on experience, MOED says that it is highly likely that many more people have visited centers to take advantage of available resources, but have simply not reported in as a BELIEVE referral.

callers assisted (duplicated) referred to Youth Specialists given career change assistance engaged in career center activities found employment 9

Calls to United Way's First Call for Help

- During the months of April through September 2002, First Call for Help (FCFH) received 691 calls from people inquiring about employment opportunities, 1.58 times the number of calls received by FCFH during the corresponding year ago period.
- During these same months, FCFH received 100 calls from people inquiring about after school academic and recreational programs, a 1.25 time change in volume from year ago.

advertising did not promote employment counseling or placement, the number of calls to First Call for Help about employment needs were 76% more than year ago.

Although BELIEVE

	Calls to First Call For Help			
	<u>Apr-Sep</u>			
	<u>2001</u>	<u>2002</u>	<u>Change</u>	
employment needs	435	691	1.58 x	
after school programs	80	100	1.25 x	

- Out of the 791 calls received on employment related matters and after school programs, 168 (21%) were referrals from the BELIEVE hotline.
- It is important to note that BELIEVE advertising did not promote job counseling/placement or after school programs.
 But the BELIEVE brochure did encourage young people and recovering addicts looking for jobs, and those seeking after school programs for children, to call the toll-free number.
- FCFH reports that callers typically request information in more than one area of need. Out of the 168 callers referred to above, 79% inquired about employment related issues.

Call breakdown by need*	<u>265</u>	<u>100%</u>
employment related	210	79%
general information	29	11%
mentoring/volunteering	7	3%
substance abuse assistance	3	1%
recreational/ after school	8	3%
other	5	2%

 * reflects multiple needs for some of the 168 BELIEVE callers First Call for Help Follow-Through

In the analysis of follow-through on the 162 BELIEVE calls, it is important to understand that FCFH is not an employment agency placing people in jobs but a referral agency directing people to career centers, after school care and recreational programs.

- FCFH asks permission to follow-up with callers to ascertain whether the caller has contacted the recommended resources, received a service, was satisfied with the service and, if not, why. If a need still remains and resources have not been exhausted, the agency will make additional referrals.
- Of the 168 calls referred from the BELIEVE number, only 34 callers (20% of total) granted FCFH permission to follow-up with them to assess status according to that agency. FCFH further reports that they have attempted to contact the 34 callers, however, only 10 successful connections were made.

calls referred to FCFH	162	
referrals made	303	
callers allowing follow-up	34	
successful follow-up calls	10	
<u>callers assisted</u>	<u>10</u>	<u>100%</u>
scheduled appointments with	2	20%
placement services		
in a work program	1	10%
unsuccessful seeking employment	6	60%
found employment	1	10%

Calls to WJZ-TV Telethon

On July 11, WJZ-TV produced and aired a six and a half hour telethon for the BELIEVE campaign. The station's audience was invited to call a panel of experts with questions and for advice regarding the campaign and its various calls to action.

- WJZ-TV promoted the telethon heavily preceding the event.
- Over 80 people associated with the BELIEVE campaign, many from the partner agencies, volunteered to handle telephone inquiries.
- The Mayor, Health Commissioner Peter Beilenson, and Dr.
 Ben Carson, a BELIEVE campaign leader, were interviewed at the telethon during the evening news.
- 1,204 calls were received by the panel of experts. According to station management, this was one of the most responsive telethons in the history of WJZ-TV.
- The names of callers seeking specific information or advice, or wishing to take some action in response to the campaign's appeals, were referred to appropriate agencies for follow-up.

WJZ-TV's
BELIEVE Telethon
was one of the
most responsive in
the station's
history.

Signatures on the Declaration of Independence from Drugs

At the April 5 news conference that launched the BELIEVE campaign, the Declaration was circulated for signatures among those attending. A week later, the Declaration was published in the Baltimore Sun with about 500 signatures that had been accumulated by that time.

Over 43,000 people have signed the BALTIMORE BELIEVE Declaration of Independence from Drugs,

Subsequently, the Declaration was published again in The Sun and in The Afro American, The Baltimore Times, and City Paper, and on the campaign's web page, and distributed during Radio One's 76-hour radiothon and at numerous field campaign events.

- From April 5 through mid-September, approximately 30,000 people have signed the Declaration. An exact tally is underway.

Hits on www.BaltimoreBelieve.com

BaltimoreBelieve.com was launched in early April 2002, as a tool by which information about the campaign could easily be communicated to the public, and as a place that allows people to access the Declaration, review its list of signatories, and add their own name. The site has matured along with the campaign and to date is both informational and educational in nature.

Information Available on BaltimoreBelieve.com

- Declaration of Independence from Drugs (sign-up form)
- List of Believers
- Upcoming Believe Events
- Business Partners
- View short movie clip
- View long movie clip
- Press Releases
- Fact Sheet
- Leadership Committee and their testimonies
- Press conference photos

Although an important part of the communications mix, the website was never intended to be the primary call-to-action vehicle, the BELIEVE phone number having that distinction. The website was included in print advertising and in the brochure, but was not included in the broadcast messages. Nonetheless, nearly 150,000 people have visited the site as of this writing.

The BALTIMORE BELIEVE web site has received nearly 150,000 hits.

During the months of April through late September 2002, *BaltimoreBelieve.com*, received 148,100 hits.

Hits to the website	148,500	<u>100%</u>
April	34,412	23%
May	30,693	21%
June	18,132	12%
July	13,262	9%
August	29,944	20%
September	21,657	15%

- Paid advertising ended in late July, but due primarily to the ongoing Field Campaign efforts, hits to the website have continued to be strong through August and September.
- Through September 18, there were 1,708 on-line signatures on the Declaration of Independence from Drugs.
- The website will continue to disseminate information to the public, both local and beyond, regarding upcoming BELIEVE Field Campaign events and outreach efforts, as well as the other information referenced above.